

Item No. 7.	Classification: Open	Date: 4 August 2017	Meeting Name: Licensing Sub-Committee
Report Title		Licensing Act 2003: Londrino Restaurant, 36 Snowsfields Yard, London SE1 3QQ	
Ward(s) of group(s) affected		Grange	
From		Strategic Director of Environment and Social Regeneration	

RECOMMENDATION

1. That the licensing sub-committee considers an application made by Respite Management Limited for a premises licence to be granted under the Licensing Act 2003 in respect of the premises known as Londrino Restaurant, 36 Snowsfields Yard, London SE1 3QQ.
2. Notes:
 - a) This application forms a new application for a premises licence, submitted under Section 17 of the Licensing Act 2003. The application is subject to representations from responsible authorities and is therefore referred to the sub-committee for determination.
 - b) Paragraphs 8 to 10 of this report provide a summary of the application under consideration by the sub-committee. A copy of the full application is attached as appendix A.
 - c) Paragraphs 11 to 16 of this report deal with the representations submitted in respect of the application. A copy of the representation submitted by the Licensing Authority is attached as Appendix B and copies of representations by local residents are found in Appendix C. A map showing the location of the premises is attached to this report as Appendix D.
 - d) A copy of the council's approved procedure for hearings of the sub-committee in relation to an application made under the Licensing Act 2003, along with a copy of the hearing regulations, has been circulated to all parties to the meeting.

BACKGROUND INFORMATION

The Licensing Act 2003

3. The Licensing Act 2003 provides a licensing regime for:
 - The sale of and supply of alcohol
 - The provision of regulated entertainment
 - The provision of late night refreshment.
4. Within Southwark, the licensing responsibility is wholly administered by this council.

5. The Act requires the licensing authority to carry out its functions under the Act with a view to promoting the four stated licensing objectives. These are:
 - The prevention of crime and disorder
 - The promotion of public safety
 - The prevention of nuisance
 - The protection of children from harm.

6. In carrying out its licensing functions, a licensing authority must also have regard to
 - The Act itself
 - The guidance to the act issued under Section 182 of the Act
 - Secondary regulations issued under the Act
 - The licensing authority's own statement of licensing policy
 - The application, including the operating schedule submitted as part of the application
 - Relevant representations.

7. The premises licence application process involves the provision of all relevant information required under the Act to the licensing authority with copies provided by the applicant to the relevant responsible bodies under the Act. The application must also be advertised at the premises and in the local press. The responsible authorities and other persons within the local community may make representations on any part of the application where relevant to the four licensing objectives.

KEY ISSUES FOR CONSIDERATION

The premises licence application

8. On 9 June 2017 Respite Management Limited applied to this council for the grant of a premises licence in respect of Londrino Restaurant, 36 Snowfields Yard, London SE1 3QQ. The premises are described within the application as follows:
 - "36 Snowfields is part of a new development. The restaurant is collaboration between a well known hotel and restaurant operator, Peng Loh, and highly experienced Portuguese Chef Leandro Carreira. This will be a beautifully designed premises with a focus on quality food and drink in a non-fussy atmosphere.

 - The premises sit in a busy mixed use commercial area very close to the iconic Shard. Whilst the premises are just within the Borough cumulative impact area, we respectfully submit that it should not contribute to any concerns with the licensing objectives as customers will be seated and served, and dining at different times. The new restaurant and bar will contribute to the excellence of Southwark's food and drink facilities.

 - The formal restaurant area is to the left of the entrance with a seasonal terrace. To the right is an informal area for lighter snacks and drinks without the need for a full meal where customers will be seated and served by waiter or waitress. We would request up to 12 persons to be able to stand at the bar whilst waiting for a table. There will not be any regulated entertainment, only background recorded music".

9. The application is summarised as follows:
- The supply by retail of alcohol (both on and off sales)
 - Sunday to Wednesday from 10:00 to 23:30 (midnight)
 - Thursday to Saturday from 10:00 to 00:00 (midnight)
 - Seasonal Variation
 - From the terminal hour on New Year's Eve to the commencement of regulated hours the following day. Sundays prior to Bank Holidays to be treated as Saturdays for the purposes of regulated hours and activities.
 - Non-standard Timings
 - Off sales only in a sealed container and only until 23:00.
 - The provision of late night refreshment (indoors):
 - Sunday to Wednesday from 23:00 to 00:00 (midnight)
 - Thursday to Saturday 23:00 to 00:30 (the following day)
 - Opening hours
 - Sunday to Wednesday 09:00 to 00:00 (midnight)
 - Thursday to Saturday 08:00 to 00:30 (the following day)
 - The proposed designated premises supervisor of the premises is Martina Baxter who has been granted a personal licence by London Borough Ealing.
10. The premises licence application form provides the applicant's operating schedule. Parts A, B, C, E, F, G, H, I, J, K, L, and M of the operating schedule set out the proposed licensable activities, operating hours and operating control measures in full, with reference to the four licensing objectives as stated in the Licensing Act 2003. Should a premises licence be issued in respect of the application the information provided in part M of the operating schedule will form the basis of conditions that will be attached to any licence granted subsequent to the application. A copy of the application is attached to this report in Appendix A.

Representations from responsible authorities

11. A representation was initially submitted by the Metropolitan Police Service (Licensing Division) but this was subsequently withdrawn.
12. The licensing authority's representation has been submitted in respect of the prevention of crime and disorder and the prevention of public nuisance licensing objectives. The representation is concerned essentially with the location of the premises, which sits within the Borough and Bankside cumulative impact zone. The representation is looking to condition the following:
- 1) An accommodation limit for the outside area as indicated on the plans and an accommodation limit or the inside of the premises;
 - 2) To provide a written dispersal policy for the premises;

- 3) Alcohol shall be supplied only to those seated and taking a table meal at the premises except for persons who may wait at the bar whilst waiting for a table;
 - 4) 'Off sales' of alcohol shall be sold in closed containers and taken away from the premises;
 - 5) That clear legible signage shall be prominently displayed where it can be easily seen and read, requesting that alcohol sold as 'off sales' should not be opened and consumed in the vicinity of the premises;
 - 6) That clear legible signage shall be prominently displayed where it can be easily seen and read, requesting that customers leave the area in a quiet and orderly manner.
13. A copy of the representation submitted by the licensing authority is attached in Appendix B.

Representations from other persons

14. Representations have been submitted by eight other persons whom remain anonymous for the purposes of the report. Many of the representations are borderline in their validity. Almost all refer to the planning permissions granted for the site. Other representations were received that were subsequently rejected as they failed to address the licensing objectives in any way. There is however an overriding concern with the potential for noise and anti-social behaviour resulting from the granting of an additional premises licence in such close proximity to residential addresses.
15. A copy of the redacted representations are available in Appendix C.

Conciliation

16. Copies of representations have been provided to the applicant's legal agent. At the point of this report being published, conciliatory responses had not been received.

Premises history

17. The venue is a new build has not been in possession of a premises licence previously, nor has it been subject to temporary events notices.

Deregulation of entertainment

18. On 6 April 2015 entertainment became deregulated and as a result:
- Live unamplified music is deregulated between 08:00 and 23:00 on any premises.
 - Live amplified music is deregulated between 08:00 and 23:00 at on-licensed premises provided the audience does not exceed 500 people. However, live music can become licensable in on-licensed premises if the licensing authority removes the effect of the deregulation following a licence review ('licence review mechanism').

Map

19. A map showing the location of the premises is attached to this report as Appendix D. The following licensed premises are in the vicinity of the premises application:

Lost Rivers Delibar, Unit 2, 7-13 Melior Street, London SE1 3QP

(Members may wish to note that this neighbouring application was recently granted by means of a hearing of the Southwark licensing sub-committee on 5 May 2017)

- The sale of alcohol (both on and off sales)
 - Sunday to Thursday from 11:00 to 23:00
 - Friday and Saturday from 11:00 to 23:30
- The provision of late night refreshment (indoors and outdoors)
 - Friday and Saturday from 23:00 to 23:30
- The provision of regulated entertainment in the form of recorded music (indoors)
 - Friday and Saturday from 23:00 to 23:30
- Opening Hours
 - Sunday to Thursday from 08:00 to 23:30
 - Friday and Saturday from 08:00 to 00:00 (midnight)

The Horseshoe Inn, 26 Melior Street, London SE1 3QP

- The sale of alcohol (both on and off sales)
 - Monday to Saturday 10:00 to 00:00 (midnight)
 - Sunday 12:00 to 23:00
- The provision of late night refreshment (indoors)
 - Monday to Saturday from 23:00 to 00:30 (the following day)
 - Sunday from 23:00 to 23:30
- The provision of regulated entertainment in the form of films indoor sporting events, live and recorded music (all indoors)
 - Monday Saturday from 10:00 to 00:00 (midnight)
 - Sunday from 10:00 to 23:00

Texas Joes, 8-9 Snowfields, London SE1 3SU

- The sale of alcohol (both on and off sales)
 - Monday to Sunday from 11:00 to 23:30

- The provision of late night refreshment (indoors and outdoors)
 - Monday to Sunday from 23:00 to 23:30
- The provision of regulated entertainment in the form of recorded music (indoors)
 - Monday to Sunday from 11:00 to 23:30

Champor-Champor, 32-64 Weston Street, London SE1 3QJ

- The sale by retail of alcohol (on sales only)
 - Monday to Saturday from 11:00 to 00:00 (midnight)
 - Sunday from 11:00 to 23:30
- The provision of late night refreshment (indoors)
 - Monday to Saturday from 23:00 to 00:30 (the following day)
 - Sunday from 23:00 to 00:00 (midnight)

The Savanna, Unit SU 58 London Bridge Station, St Thomas Street, London SE1 3QX

- The sale by retail of alcohol (both on and off sales)
 - Monday to Friday from 11:00 to 22:00
 - Saturday and Sunday from 09:00 to 22:00

Yo! Sushi, 49 Wolfson House, St Thomas Street, London SE1 3QX

- The sale by retail of alcohol (both on and off sales)
 - Monday to Saturday from 08:00 to 23:00
 - Sunday from 08:00 to 22:30
- The provision of late night refreshment (indoors and outdoors)
 - Monday to Saturday from 23:00 to 23:30

The Rose, 123 The Rose Snowfields, London SE1 3ST

- The sale by retail of alcohol (both on and sales)
 - Monday to Sunday from 12:00 to 23:00
- The provision of regulated entertainment in the form of recorded music (indoors)
 - Monday to Sunday from 12:00 to 23:00

The Greenwood Theatre, 55 Weston Street, London, SE1 3RA:

- The sale by retail of alcohol (on sales only)
 - Monday to Saturday from 12:00 to 23:00
 - Sunday from 12:00 to 22:30
- The provision of regulated entertainment in the form of live music, recorded music, and performances of dance (indoors)
 - Sunday to Thursday from 09:00 to 23:00
 - Friday and Saturday from 09:00 to 00:00 (midnight)
- The provision of regulated entertainment in the form of plays and films (indoors)
 - Monday to Sunday from 09:00 to 00:00.

Southwark council statement of licensing policy

20. Council assembly approved Southwark's statement of licensing policy 2011-14 on 12 October 2011. Council assembly approved Southwark's statement of licensing policy 2016-20 on 25 November 2015. The policy came into effect on 1 January 2016.
21. Further sections of the statement that are considered to be of particular relevance to the sub-committee's consideration are:
 1. Section 3 - Purpose and scope of the policy. This reinforces the four licensing objectives and the fundamental principles upon which this authority relies in determining licence applications
 2. Section 5 – Determining applications for premises licences and club premises certificates. This explains how the policy works and considers issues such as location; high standards of management; and the principles behind condition setting.
 3. Section 6 – Local cumulative impact policies. This sets out this authority's approach to cumulative impact and defines the boundaries of the current special policy areas and the classifications of premises to which they apply. To be read in conjunction with Appendix B to the policy
 4. Section 7 – Hours of operation. This provides a guide to the hours of licensed operation that this authority might consider appropriate by type of premises and (planning) area classification.
 5. Section 8 – The prevention of crime and disorder. This provides general guidance on the promotion of the first licensing objective
 6. Section 9 – Public safety. This provides general guidance on the promotion of the second licensing objective

7. Section 10 – The prevention of nuisance. This provides general guidance on the promotion of the third licensing objective
 8. Section 11 – The protection of children from harm. This provides general guidance on the promotion of the fourth licensing objective.
22. The purpose of Southwark’s statement of licensing policy is to make clear to applicants what considerations will be taken into account when determining applications and should act as a guide to the sub-committee when considering the applications. However, the sub-committee must always consider each application on its own merits and allow exceptions to the normal policy where these are justified by the circumstances of the application.
23. Within Southwark’s statement of licensing policy, the premises are identified as being within the Borough and Bankside cumulative impact zone. Relevant closing times recommended in the statement of licensing policy for licensed premises in residential areas are as follows:
- Closing time for restaurants and cafes:
 - Sunday to Thursday: 00:00 (midnight)
 - Friday and Saturday: 01:00 (the following day)
 - Closing time for public houses, wine bars or other drinking establishments:
 - Sunday to Thursday: 23:00
 - Friday and Saturday: 00:00 (midnight)
 - Closing time for off-licences and alcohol sales in grocers and supermarkets:
 - Monday to Sunday: 00:00
 - Closing time for take-away establishments:
 - Sunday to Thursday: 00:00 (midnight)
 - Friday and Saturday: 01:00 (the following day).

Resource implications

24. A fee of £100.00 has been paid by the applicant company in respect of this application being the statutory fee payable for premises within non-domestic rateable value bands D/E.

Consultation

25. Consultation has been carried out on this application in accordance with the provisions of the Licensing Act 2003. A public notice was published in a local newspaper and similar notices were exhibited outside of the premises for a period of 28 consecutive days.

Community impact statement

26. Each application is required by law to be considered upon its own individual merits with all relevant matters taken into account.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

27. The sub-committee is asked to determine the application for a premises licence under section 17 of the Licensing Act 2003.
28. The principles which sub-committee members must apply are set out below.

Principles for making the determination

29. The general principle is that applications for premises licence applications must be granted unless relevant representations are received. This is subject to the proviso that the applicant has complied with regulations in advertising and submitting the application.
30. Relevant representations are those which:
 - Are about the likely effect of the granting of the application on the promotion of the licensing objectives
 - Are made by an interested party or responsible authority
 - Have not been withdrawn
 - Are not, in the opinion of the relevant licensing authority, frivolous or vexatious.
31. If relevant representations are received then the sub-committee must have regard to them, in determining whether it is necessary for the promotion of the licensing objectives to:
 - To grant the licence subject to:
 - The conditions mentioned in section 18 (2)(a) modified to such extent as the licensing authority considers necessary for the promotion of the licensing objectives
 - Any condition which must under section 19, 20 or 21 be included in the licence
 - To exclude from the scope of the licence any of the licensable activities to which the application relates
 - To refuse to specify a person in the licence as the premises supervisor
 - To reject the application.

Conditions

32. The sub-committee's discretion is thus limited. It can only modify the conditions put forward by the applicant, or refuse the application, if it is necessary to do so. Conditions must be necessary and proportionate for the promotion of one of the four licensing objectives, and not for any other reason. Conditions must also be within the control of the licensee, and should be worded in a way which is clear, certain, consistent and enforceable.

33. The four licensing objectives are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of nuisance
 - The protection of children from harm.
34. Members should note that each objective is of equal importance. There are no other licensing objectives, and the four objectives are paramount considerations at all times.
35. Conditions will not be necessary if they duplicate a statutory position. Conditions relating to night café and take away aspect of the license must relate to the night time operation of the premises and must not be used to impose conditions which could not be imposed on day time operators.
36. Members are also referred to the Home Office revised guidance issued under section 182 of the Licensing Act 2003 on conditions, specifically section 10.

Reasons

37. If the sub-committee determines that it is necessary to modify the conditions, or to refuse the application for a premises licence application, it must give reasons for its decision.

Hearing procedures

38. Subject to the licensing hearing regulations, the licensing committee may determine its own procedures. Key elements of the regulations are that:
- The hearing shall take the form of a discussion led by the authority. Cross examination shall not be permitted unless the authority considered that it is required for it to consider the representations.
 - Members of the authority are free to ask any question of any party or other person appearing at the hearing.
 - The committee must allow the parties an equal maximum period of time in which to exercise their rights to:
 - Address the authority
 - If given permission by the committee, question any other party.
 - In response to a point which the authority has given notice it will require clarification, give further information in support of their application.
 - The committee shall disregard any information given by a party which is not relevant to the particular application before the committee and the licensing objectives.
 - The hearing shall be in public, although the committee may exclude the public from all or part of a hearing where it considers that the public interest in doing so outweighs the public interest in the hearing, or that part of the hearing, taking place in private.

- In considering any representations or notice made by a party the authority may take into account documentary or other information produced by a party in support of their application, representations or notice (as applicable) either before the hearing or, with the consent of all the other parties, at the hearing.
39. This matter relates to the determination of an application for a premises licence under section 17 of the Licensing Act 2003. Regulation 26(1) (a) requires the sub-committee to make its determination at the conclusion of the hearing.

Council's multiple roles and the role of the licensing sub-committee

40. Sub-committee members will note that, in relation to this application, the council has multiple roles. Council officers from various departments have been asked to consider the application from the perspective of the council as authority responsible respectively for environmental health, trading standards, health and safety and as the planning authority.
41. Members should note that the licensing sub-committee is meeting on this occasion solely to perform the role of licensing authority. The sub-committee sits in quasi-judicial capacity, and must act impartially. It must offer a fair and unbiased hearing of the application. In this case, members should disregard the council's broader policy objectives and role as statutory authority in other contexts. Members must direct themselves to making a determination solely based upon the licensing law, guidance and the council's statement of licensing policy.
42. As a quasi-judicial body the licensing sub-committee is required to consider the application on its merits. The sub-committee must take into account only relevant factors, and ignore irrelevant factors. The decision must be based on evidence, that is to say material, which tends logically to show the existence or non-existence of relevant facts, or the likelihood or unlikelihood of the occurrence of some future event, the occurrence of which would be relevant. The licensing sub-committee must give fair consideration to the contentions of all persons entitled to make representations to them.
43. The licensing sub-committee is entitled to consider events outside of the premises if they are relevant, i.e. are properly attributable to the premises being open. The proprietors do not have to be personally responsible for the incidents for the same to be relevant. However, if such events are not properly attributable to the premises being open, then the evidence is not relevant and should be excluded. Guidance is that the licensing authority will primarily focus on the direct impact of the activities taking place at the licensed premises on members of the public, living, working or engaged in normal activity in the area concerned.
44. Members will be aware of the council's code of conduct which requires them to declare personal and prejudicial interests. The code applies to members when considering licensing applications. In addition, as a quasi-judicial body, members are required to avoid both actual bias, and the appearance of bias.

The sub-committee can only consider matters within the application that have been raised through representations from other persons and responsible authorities. Other persons must live in the vicinity of the premises. This will be decided on a case to case basis.

45. Under the Human Rights Act 1998, the sub-committee needs to consider the balance between the rights of the applicant and those making representations to the

application when making their decision. The sub-committee has a duty under section 17 Crime and Disorder Act 1998 when making its decision to do all it can to prevent crime and disorder in the borough.

46. Other persons, responsible authorities and the applicant have the right to appeal the decision of the sub-committee to the magistrates' court within a period of 21 days beginning with the day on which the applicant was notified by the licensing authority of the decision to be appealed against.

Guidance

47. Members are required to have regard to the DCMS guidance in carrying out the functions of licensing authority. However, guidance does not cover every possible situation, so long as the guidance has been properly and carefully understood, members may depart from it if they have reason to do so. Full reasons must be given if this is the case.

Strategic Director of Finance and Governance

48. The head of regulatory services has confirmed that the costs of this process over and above the application fee are borne by the service.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Licensing Act 2003 Home Office revised guidance to the Act Secondary Regulations Southwark statement of licensing Policy Case file	Southwark Licensing, C/O Community Safety and Enforcement, 160 Tooley Street, London SE1 2QH	Kirty Read Tel: 020 7525 5748

APPENDICES

Name	Title
Appendix A	Application for a premises licence
Appendix B	Representation submitted by the licensing authority
Appendix C	Representations submitted by other persons
Appendix D	Map of the local area

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director of Environment and Social Regeneration	
Report Author	Andrew Heron, Principal Licensing Officer	
Version	Final	
Dated	14 July 2017	
Key Decision?	No	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments sought	Comments included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	No	No
Cabinet Member	No	No
Date final report sent to Constitutional Team		19 July 2017